

"A Study of Administrative Structure of NFE

and the scheme of Monitoring and Supervision."

An ERIC Study

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DNF&ESC/ST

N C E R T

1988

Abstract

A Study of Administrative Structure of NFE and the Scheme of Monitoring & Supervision.

was taken up with a view
The Research Study, ⁽ⁱ⁾ to identify various variable
for the requirement of administrative ^{structure;} monitoring,
supervision and evaluation of NFE Programme; ⁽ⁱⁱ⁾ to develop
model(s) for administrative structure to be adopted in
different states for NFE Programme; ⁽ⁱⁱⁱ⁾ and to develop a
comprehensive and practical programme of monitoring,
supervision and evaluation for NFE Programme, through
for this the following steps were proposed
the steps

- (i) Development of tools for the Survey of administrative structure (1985-86); ^(iv) Survey of the administrative structure of Non-Formal Education, Adult Education Formal Education programme in different states (1986-87);
- (ii) Identification of the requirements of NFE Programme for monitoring, supervision and Evaluation (1987-88);
- (iii) Development of Models for administrative Structure to be adopted in different states (1988-89) and ^(v) Development of comprehensive and practical programme for monitoring, supervision and Evaluation (1989-90). During the submission of Study to ERIC and taking up for action
- ^{ie.} some new developments - National Policy of Education - 1986, Programme of Action and Evaluation Study of Non-formal Education Programme sponsored by MHRD ^{This evaluation study was} and conducted by NIEPA and NCERT titled "Evaluation Study of NFE Programme", came into being which had a direct implication on the Study.

and the future". Investment in Elementary Education, has been found to yield significant gains in both economic and social spheres in our country.

Universalization of Elementary Education (UEE) has been one of the most important goals of educational development in our country since Independence. All plans for educational development gave high priority to UEE. The Sixth Five Year Plan (1980-85) envisaged a balanced strategy of educational development to ensure essential minimum education to all children upto the age of 14 years". Elementary Education, as one of the major components of the Minimum Needs Programme (MNP) was accorded highest priority. The support to and importance of UEE was further reinforced in the new 20 point programme announced by the Prime Minister of India in 1982. Point 16 of the new 20-point programme highlighted the national commitment to spread universal education for the age group 6-14 with special emphasis on girls and simultaneously involving community parents, students, voluntary organization in programmes for the removal of adult literacy".

In Seventh Five Year Plan all out efforts are being made to achieve the target by 1990. The National Policy on Education (NPE) "gives an unqualified priority to UEE. As per directions of NPE, the UEE has two basic components;

- (i) Universal enrolment and universal retention of children and

As per design of the study - A Research Advisory Committee meeting was organized in July 1986 to find out the implications of new developments on this study. A working Paper for the perusal of Research Committee was prepared and brought to the notice of the committee. The Committee examined in detail the efficacy of the study in the light of National Policy of Education, Programme of Action and Evaluation. Study of Non-formal Education Programme. The Research Advisory Committee suggested ⁽ⁱ⁾ Reduction in duration, ⁽ⁱⁱ⁾ Critical Analysis of functional efficacy of administrative model of NFE, AE and FE before and after implementation of NPE and ⁽ⁱⁱⁱ⁾ formulation of a comprehensive scheme of monitoring and supervision at different levels of NFE Programme.

The Committee did not suggest any major change in the Research Design approved by ERIC. It desired to study the administrative set up in the light of NPE and POA. ^{Hence} The time which was to be spent on the preparation of tools for different categories, on different aspects as per design of the Research Study was suggested to be utilised for the ^{given} ⁽ⁱ⁾ critical study of the directions contained in the NPE, POA regarding administration, monitoring and supervision of Formal Edu, NFE and AE and the analysis of the information collected by NIEPA, ^{to} ⁽ⁱⁱ⁾ under evaluation study of NFE Programme NCERT / on these aspects of the study which were to be prepared under the Study. ¹¹ The study was approved by 15th ERIC Meeting for a period of one year, vide Council's sanction order No: 23-69/86-Frog dated 10th April 1986 to April 1987. As per the design of the Study and directions given

by the Research Advisory Committee, Critical Study of administrative set up emphasised in NPE and POA was critically studied, ^{and} An analysis of the information collected under the Evaluation Study sponsored by Ministry of Human Resource Development with a view to utilised the information in the Research Study and identifying gaps for preparing tools was made.

As the implementations of the NPE started so further approval to continue the study was not sought, in view to take up the study in near future.

(ii) a substantial improvement in the quality of education.

The increase, in enrolment, in retention in improvement in the quality of education will necessitate proportionate increase in number of educational institutions, teachers, supervisory staff, administrative staff, teaching learning materials their preparation, transaction etc. and many more such others.

This the peculiarities of new catchment areas, population groups with their different socio-economic back grounds some new problems regarding qualitative targets, qualitative improvement, planning, financing monitoring, supervision, evaluation community participation, links between and amongst formal, non-formal and adult education and related issues are likely to generate and may demand solutions which can be provided only by an appropriate/suitable administration. As a new dimension of accountability is being introduced in the educational system to work properly at all stages of education i.e. all parts of the country, the administration is to be emerged to meet this demand also.

Thus there appeared a need to take up a study to reflect upon an appropriate/suitable administrative structure for U.E.E. particularly keeping in view that NFE component. So the research study to identify various variables for the requirement of administrative monitoring, supervision, evaluation of NFE, to develop model(s) for administrative structure to be adopted in different states for NFE programme was taken up.

INTRODUCTION

To provide free compulsory and universal education for all children upto the age of 14 years with special provision for backward and deprived groups, many efforts have been made. As per Constitutional declaration the target of the Universalization of Elementary Education (UEE) was to be completed by 1960. However the year for achieving the target of UEE has been shifted plan after plan. It was first shifted to 1970, then to 1976 and later to 1988. The present target date is 1990. Education of the Children is of crucial significance for national development and undertaking effective programmes of social transformation. The National Policy on Education (NPE) states that "In our national perception education is essentially for all. This fundamental to our alround development material and Spiritual". It also states that "Education has an acculturating roles. It refines sensitivities and perceptions that contribute to national cohesion, a scientific temper and independence of mind and spirit thus furthering the goals of socialism, secularism and democracy enshrined in our constitution". It categorically states that "Education develops manpower for different levels of the economy. It is also the substitute in which research and development flourish being the ultimate guarantee of national self reliance". Regarding investment in education, the Policy directs that "Education is a unique investment in the present

The Study

The research study "Study of Administrative Structure of NFE and the scheme of Monitoring and Supervision" has been taken up with a view to develop suitable administrative model(s) for NFE Programme and tools and procedure of monitoring Supervision and evaluation for optimising the outcomes of the programme and to evolve remedial measures for improvement of the situation. Different models will be proposed to be developed on the basis of different variables relevant for different situations.

In different states NFE has different administrative structure. In Bihar and Rajasthan, it is going to be linked with Adult Education and have been placed under one administrative umbrella. In some other states NFE has been linked with formal education. The linking is not only concerned with itself but it determines the functional relationship of the structure of different levels which ultimately effects the quality of the programme. Therefore, the question as to why this link and that has to be replied objectively.

Broadly, there may be the following five models of administrative structure for the educational programmes being implemented in the country.

1. Formal Education (FE)+Non-formal Education (NFM)+ National Adult Education Programme (NAB).
2. FE+NFM+AE

3. NFE + AE ; FE
4. FE + AE ; NFE
5. FE, NFE, AE.

It may not be advisable to adopt a model arbitrarily, unless there are specific reasons both pedagogically and financially for that. So the study was proposed to be conducted in Five Years through the following steps Development of tools for the survey of administrative structure (85-86), Survey of the administrative structure for formal education, FE, and National Adult Education Programme in different states (86-87), Identification of the requirements of NFE programme for monitoring and evaluation (87-88), Development of Models for administrative Structure to be adopted in different States, (88-89) and Development of Comprehensive and Practical Programme for Monitoring, Evaluation and Supervision (89-90).

Having decided upon the following objectives:

- i. To identify various variable for the requirement of administration, monitoring supervision and evaluation of NFE programme.
- ii. To develop a model(s) for administrative structure to be adopted in different States;
- iii. To develop a comprehensive and practical programme of monitoring, supervision and evaluation.

The research study was proposed to answer the research questions such as:

1. Different models are adopted by different states on the basis of different reasons but not necessarily

administrative or pedagogic.

2. The implications of a model adopted by a state have been worked out in respect of its potential for monitoring, evaluation and supervision of the programme with a view to run it effectively.
3. In the survey reports and studies conducted so far the aspects of monitoring and supervision on the basis of diagnostic approach have not been given due place.

All Nine(9) educationally backward states were to be covered under the study.

The research design approved by ERIC is appended (Appendix-A)

New Developments at the Time of Taking the Study

National Policy on Education

Since the submission of this study, there came ^{up} new development from Government-side which had direct impact upon it. The 'Challenge of Education' and thereafter 'National Policy on Education' -1986 appeared according to which the Government has given high priority to the "management of education", to evolve "a long term planning and management perspective of education and its integration with country's developmental and man-power needs; to decentralize ³ as to create a spirit of autonomy for educational institutions; to give pre-eminence to peoples evolvement, including association of non-governmental agencies and voluntary efforts and to establish the principle of accountability in relation to give objectives and norms."

Evaluation Study of Experimental Projects for Non-formal Education for Children of 9-14 Age Group in Nine Educationally Backward States

On the request from the Ministry of Education, the National Institute of Educational Planning and Administration (NIEPA) and National Council of Educational Research and Training (NCERT) ^{have taken up a} ~~to~~ ^{Programme} a comprehensive evaluation of ~~various aspects of Centrally Sponsored NFE scheme~~ ^{Evaluation of academic aspects of NFE Programme} educationally backward states. ~~study has been entrusted to~~ the National Council of Educational Research and Training. ~~and evaluation of administrative aspect was conducted by NIEPA.~~ The Objectives of the Evaluation Study were:

- i. - To undertake appraisal of efficacy of the programme *viz-a-viz* its objectives;
- ii. - To identify the areas of success and failures;
- iii. - To suggest possible fresh approaches for restructuring of the programme to attain the desired objectives.

The following aspects of the programme ^{were} proposed to be covered in this study:

1. NFE Curriculum : Objectives, Contents and Dimensions;
2. Teaching-learning materials : Development, usage and evaluation of contents.
3. Teaching-learning strategies : Instructional strategies; instructional materials and teacher competencies;

4. Training of personnel at various levels; system, contents, coverage and impact;
5. Pupil evaluation; Procedure, periodicity, certification, and making an assessment of achievement level of pupils;
6. Mobility from non-formal to formal system and vice-versa;
7. Achievement tests : to compare the achievement of Formal and Non-formal Students at Primary and Middle level.

Structural Aspects :

1. NFE Centres : Locational pattern, provision and Utilisation of physical facilities.
2. Target Group : Enrolment pattern, attendance, reasons and extent of wastage and stagnation; socio-economic background and enrolment and non-attending children.
3. Instructors and Supervisions : Selection, training, placement, functions and their socio-economic background.

b) Administrative Aspects

1. Planning : Pattern, process and techniques at micro and macro levels*
2. Information & Monitoring system : Coverage, flow, feedback and date audit.

3. Coordination and linkages : Nature, type and extent with adult and formal system of education and with development agencies and programmes at various levels.
4. Direction, inspection and supervision : Structure, process, techniques, adequacy,
5. Role of voluntary organisations : Extent of participation, innovative approaches, management and effectiveness.
6. community involvement : Nature, pattern, activities and effectiveness.
7. Motivation : Nature and extent in respect of parents, learners instructors and supervisors.
8. Resource support : Levels, flexibility, extents of decentralisation and their effectiveness.

c) Financial Aspects:

1. Financial allocations : Process, pattern, adequacy and utilisation.
2. Accounts and audits : System and efficiency at various levels.
3. Financial powers : Extent of delegation at various levels.

The data was collected both from Primary and Secondary sources through questionnaires, schedules and interviews.

- i. NFE Centre schedule (covering information on functioning of centre instructor, \$pupils and physical facilities in the Centre).
- ii. Schedule for Drop-outs and Children who never attended School/Centre, (to collect information on socio-economic background, reasons for dropping out or not coming to school/centre from selected parents/children and their opinion/suggestions).
- iii. Perception Survey Schedule (to conduct opinion survey of instructors, parents, knowledgeable persons, parents of successful learners, teachers for formal schools, pupils of centres, supervisors, and block education officers etc).
- iv. Village/Urban Area Information Schedule (to collect data on educational facilities, socio-economic demographic structure, and development programmes in the area).
- v. Block information Schedule (for information on educational facilities, socio-economic demographic structure, development programmes, system of inspection and supervision and NFE supervisors).
- vi. Voluntary Agency Information Schedule(for collection of information on voluntary agencies having NFE Programme).

vii. District Information Schedule (for all necessary information at the district level) and

viii. State Information Schedule (for all requisite information at the state level).

As NIEPA was to prepare a detailed report so only the information was studied.

The administrative structure in some States as found is given below:

ANDHRA PRADESH

State Cabinet

Ministry for Education

EDUCATION SECRETARIAT

Principal Secretary to Government
Education Department

Deputy Secretary
Education
1/C N.F.E.

Directorate of School Education

Director of School Education

Assistant Secretary
Education
1/o N.F.E.

Joint Director
Non-formal

Regional
Joint
Directors of
school
education

Assistant Director
NFE

National Institute of Education

DISTRICT EDUCATIONAL ADMINISTRATION

Library & Documentation
Unit (N.C.E.R.T.)

Acc. No.....F17467

District Educational Officers

Date.....30-5-89

Co-ordinators
Non-formal
Education

Supervisors
Non-formal Education

Administrative, Directorial and supervisory structure of Non-formal Education in Andhra Pradesh.

Principal Secretary to Government

Education Department

Deputy Secretary
1/C of Non-formal
Education

Director of School Education

Joint
Director
N.F.E.

Assistant
Director
NFE

Director
S.C.E.R.T.

Regional
Joint
Director

District Educat-
ional Officer

Coordinator
in NFE

Supervisors
in Blocks

NFE Instructor

Management of Personnel related to Non-formal Education in Andra Pradeesh.

Directors of School Education

Add. Director, School Education

Jt. Directors & Equivalent posts (10)

Regional Jt.
Directors-(5)
Hyderabad
Trangal
Addapah
Entur
Kinnade

Joint
Commissioner
for Govt.
Examinations
(Hyderabad)

Director
SCERT (1)
A.P.

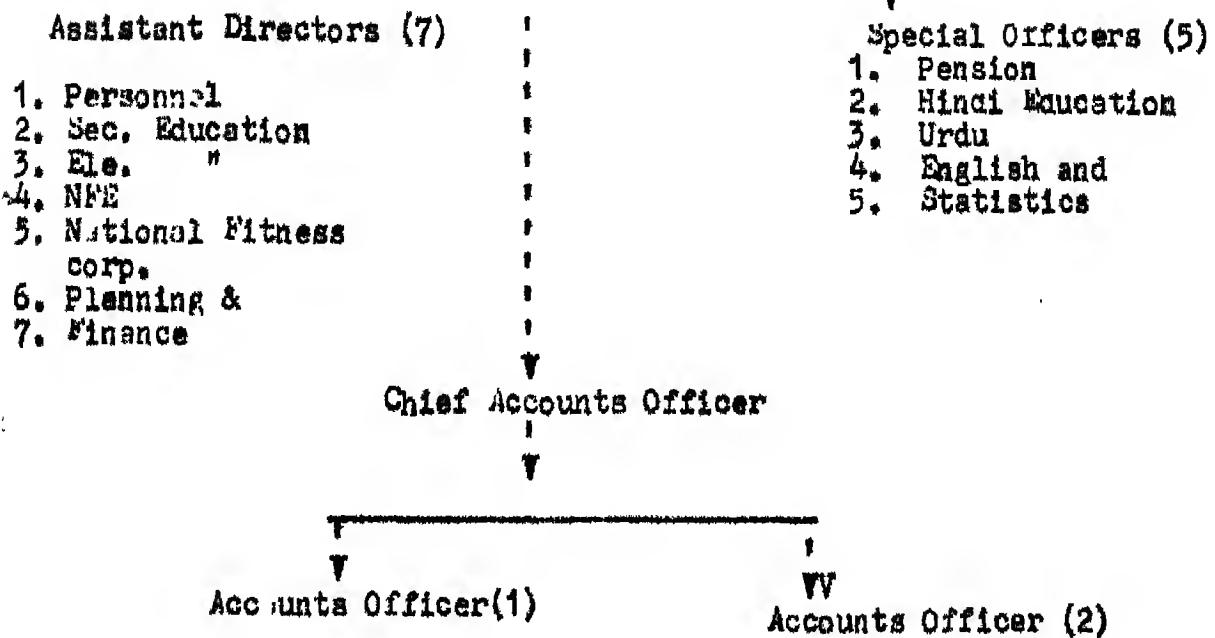
Jt. D.S.Es (3)
1. Secondary
Education
2. Vocational Edn.&
3. NFE in the
Head office

Deputy Directors &
Special officers (5)

Deputy Directors (3)
Planning & Finance

Special Officers (2)
1. Mid-day meal &
2. Textbooks

Asstt. Directors & Special Officers(12)



Organogram of the Directorate of School Education A.P.

Management of Supervision:-

In modern times, supervision is considered to be an essential aspect of personnel management. To be lethargic is the innate quality of man. Unless he is subjected to constant supervision, he will not render the service that is expected of him.

In the case of NFE too, supervisors are appointed at the rate of one supervisor for 60/75 centres periodically to ensure their better functioning.

The number of NFE Supervisors working in both state and voluntary organizations is 282 in all at the rate of one, per block/range. The number of supervisors working in a District range from

10 to 15 depending on the number of Blocks/ranges covered by the NFE Prog.

Functions of the Non-Formal Edn. Supervisors:

The NFE Supervisors have both the administrative and academic functions as mentioned below:

a) Administrative functions:

- (i) Selecting and appointing the NFE Instructors provisionally & seating the ratification from the Dist. Educational Officer.
- (ii) Distributing the contingent grants to the Instructors, whenever they are sanctioned.
- (iii) Distributing the equipment, teaching learning materials to be concerned Instructors.
- (iv) Disbursing the salaries to the Instructors whenever they are received.
- (v) Sending periodical returns to the Distt. Educational officer or to the Jt. Dr. regularly.
- (vi) Carrying out any other work assigned to them by the Directorate or the District Educational Administration - respect of NFE.

Secretariat level - Commissioner -Cum -Secretary
(Head of the Edu. Deptt.)
& Tech. Edu.

Additional Secretary
One Deputy Secretary
Additional Secretary
Two Additional Secretaries.

Accounts officer for the preparation of Budget &

Assistant Director, Planning, Statistics and survey responsible for data collection & compilation of educational statistics of annual & five year plans & conducting educational survey.

Assistant Director & Additional Secret. are expected to monitor & evaluate the NFE prog. & collect information for 20 point prog. with regard to NFE.

Division level -

1. Two Directors of School Edn. for Jammue & Kashmir.

Function - Personnel management or proper administration/ supervision of all schools. (Temp. appoints, transfers, promotions, punishments and the teacher welfare in general.

Transfer of Headmasters & Block Edn. officers.

2. Deputy Directors of Education * Assistant Directors for looking after the NFE.

3. i. District Edn. Officer - Administration of Secon. schools
ii. Additional District Edn. officers

District Planning Assistants.

Block level - Block Education Officer

Tehsil - Tehsil Edn. officer - Primary & Middle level Supervisors -

30 centres for supervision.

Instructors.

Planning Information and Monitoring System.

There is no separate planning information and monitoring system for NFE but it is being operated as one of the aspect of the educational planning system in the state.

Similarly the detail monitoring of non-formal education has also re--neglected and quarterly progress report of enrolment is the only system to review the physical & financial achievements.

Madhya Pradesh (M.P.)

State - level - Joint Director

(Steno, clerk-cum-typist)

District level Asstt. Director

↓
Co-ordinator

Supervisor	Supervisor	Supervisor
Gram Shikshak (1)	G.S. (1)	G.S. (1)
Gram Swika (1)	G.S. (1)	G.S. (1)

ORISSA

Organogram I (Secretariate)
(Showing in terms of all sectors of Education)

Education Commissioner & Secretary (IAS)

↓
Additional Secretary (IAS)

↓ Jt. Secy. (University & Adult Edn.)	↓ Dy. Secy., (Formal Edn.)	↓ Dy. Secy., (Second. Edn. Codes)	↓ (Govt. Colleges)	↓ Dy. Secy. Planning Aided Colleges (NFE)	↓ Dy. Secy., Under Secy. Under Secy., under loans.	↓ Financial Adviser- cum-Dy. Secy., Asstt. Fin. Ad. Under Secy., Secy., Stipend.
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Organogram II (Directorate)
 (Formal Elementary, Schools, Adult Education and NFE)

Director of Elementary &
 Adult Education

Director NFE	Dy. Director Formal Edn.	Administrative Officer	Dr. Director Adult Edn.	Accounts Officer
Elementary				
		Asstt. Director		
	Asstt. Director Formal (Ele. Edn.)	Asstt. Officer	Asstt. Director	
			Adult Edn (2)	

Deputy Director, Educational Planning

(Also works for the Directorates of Higher Edn. & Secnd. Edn.)

Asstt. Director Planning	Statistical Officer
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ORISSA
 Organogram III Inspectorate

Circle Rev. Dist. (15)

Circle Inspector of Schools, under the Director of Secondary Education & mainly for secondary education,
 (12 of the 13 Rev. Districts having one each of District Cuttack having three (total = 15)

Edn. Dist. Rev-Sub -Division (56)	Project Officer
Distt. Inspector of schools,	Adult Education
Ele. (Formal & NFE)	
Total - 56	

Blocks (314)	NONFORMAL Education	Asstt. Project Officer
Sub-Inspector of Schools	Supervisor	Adult Education
Formal & Non-formal,	(Total No. 175)	
Pr. Edn.		
Average 2 per block		

Organogram-IV for (NFE Alone)

Secretariate:-

Commissioner-cum-
Secretary - NFE Additional Charge

Directorate:-

Director of Ele. &
Adult Education - NFE Additional Charge

Inspectorate/
Educational
District

Joint Director, NFE - NFE Full Charge

District Inspector
of schools(56) - NFE Full charge

lock

NFE Supervisors
175 - NFE Full
charge

Sub-Inspector of
schools
Average 2 per block, - NFE
additional
charge

Rajasthan

Organogram

Dev. Secretary
Director Development

Edu. Secretary

Dy. Secretary

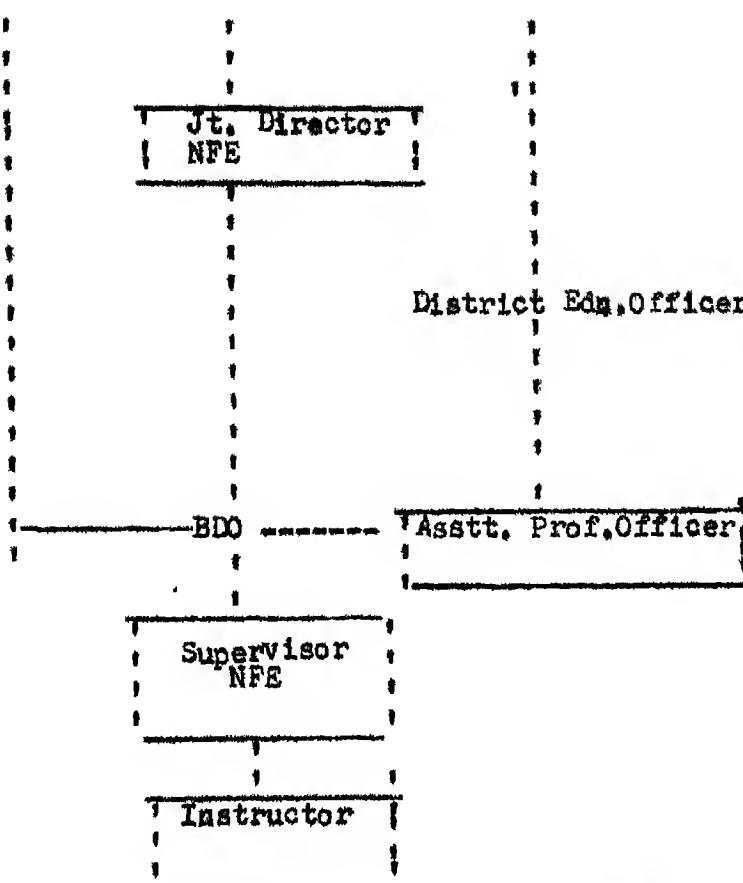
OSB Education

Director Pr. & Sec. Edu.

Director Adult
& NFE

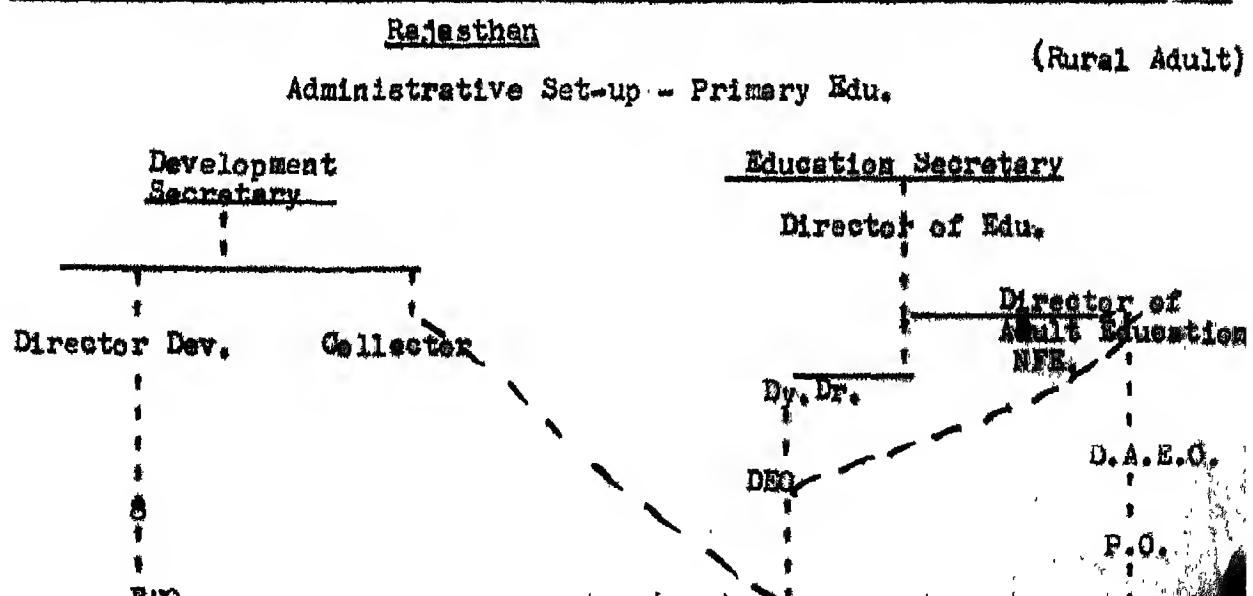
Director SIERT

Jt. Dir. / Dy. Dir. Range



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---	<u>Direct Control</u>
.....	<u>Communication channel</u>
	<u>Exclusive charge of NFE</u>



EDO

Dy. DEO

S.D.I.

A.P.O.

Sep.

West Bengal
Education Secretary (School Education)

Primary & Secondary
& NFE Education.

Director of School Education

Dy. Directors

District Inspector of Schools.

(SF) and (PE)

Assistant Inspector of Schools

(Sub-divisional level)
(for secondary & NF)

Sub-Inspector of schools (circle level)

(for primary edu.)

For Adult Edn.

Education Secretary (higher Edn.)

Director of Adult Edn.

proj.

U.P. Organogram - I

1. Minister of Education, U.P.
2. Secretary, Education, U.P. (assisted by other officers)

Organogram - II

Directorate

Secondary Education

1. Director of Education, U.P.
2. Additional Directors of Edn. U.P. (Secondary/Hills)
3. Joint Director of Education(Finance/Women/Training)
4. Chief Finance & Accounts Officer
5. Deputy Directors of Education(Secondary/Camp/Sanskrit/Services/Science/Finance)
6. Assistant Directors of Education(Building/services/NFE /Planning & Monitoring)
7. Senior Finance & Accounts Officer
8. Assistant Deputy Directors of Education(Finance/Secondary/science)
9. Personnel Assistant to Director of Education
10. Accounts Officers
11. Law Officers
12. Assistant Accounts Officers.

U.P.

Non-Formal Education

For the programme of NFE no independent in-structure has been provided in the State. Under mentioned posts have been provided in the Scheme.

- (i) At the Directorate of Education, Joint Di. of Edn. (NFE)
- (ii) At the Regional Level -- Officer on Special Duty.
- (iii) At the district level -- No post have been created. District Basic Education Officer/D.I./AD.I.S. have been intrusted to look after NFE programme besides their normal duties.
- (iv) At the Block level -- Supervisors have been provided, but the number is inadequate.

Organogram -II

Basic Education

1. Director of Edn.
2. Advisor (Urdu Edn.)
3. Additional Director of Edn. (Hill)
4. Joint Director of Edn. Basic/Finance/NFE/Women/Training
5. Deputy Director of Edn. Finance/Urdu/Ele./Women/Science/Camp/Sankrit.
6. Assistant Director of Edn. Life Insurance/Ele./Balahar/Social El. Building/Services/Planning & Monitoring.
7. Assistant Deputy Director Edn. Training
8. Senior Finance & Account Officer
9. Finance & Account Officer
10. Assistant Account Officer
11. Law Officer
12. Agriculture Superintendent.

Inspectorate

1. Assistant Director of Education(Basic)
2. District Basic Education Officer
3. Additional District Basic Education Officer
4. Population Education Officer(women)
5. Deputy Inspector of Schools
6. Inspector Aralik Madarsas
7. Deputy Inspector of Schools(Urdu Medium)
8. Regional Agricultural Supervisors
9. Additional Deputy Inspector of Schools
10. Deputy Inspector of Girls Schools
11. Sub-Deputy Inspector of School (Balahar)
12. Sub-Deputy Inspector of School(sel. Grade)
13. Sub-Deputy Inspector of Schools*

14. Asstt. Inspector of Sanskrit Schools
15. Supervisor (NFE)
16. Assistant Inspectors of Girls Schools
17. Officer on Special Duty. (NFE)

Administrative Set-up for NFE Programme in the West Bengal

A. Secretariat

(No full time officer for NFE matters.)

Joint Secretary.

Education Department (School Edu.)

Assistant Secretary

B. Directorate

Director of School Education, (West Bengal)

* Deputy Director of Secondary Edu. (NFE)

* Assistant Director (NFE)

*2 Assistant Inspector of Schools (NFE)

C. Inspectorate

District Inspector of Schools (Secondary Edu.)

2/3 Assistant Inspectors of Schools (NFE)

* Full time officer of NFE programme in State and District level.

Monitoring System :- The District officers collect monthly returns from the centres through the instructors. These are required for the release of grants. Specific informations are also collected as and when necessary from the NFE Centres. For want of regular supervision the work regarding collection of information does not appear to be regular or up-to-date.

Supervision : The state is not utilising the central assistance for supervision cost - Rs. 180/- per centre per annum (one sup. for 40 centres). But, 40 posts of officers in the rank of Assistant

Inspectors of Schools for the entire State programme. It can be well imagined how the work of supervision goes on with only 40 Assistant Inspector of Sch. acting as supervisors for 18,260 NFE Cent.

(W,S,):- There is a state level committee constituted by the Education Department, Govt. of West Bengal to advise, monitor and evaluate NFE Programme of the State.

In each District, there is a District level committee with President of the District School Board, sabhapati of Zilla Parishad and other responsible officers and local persons. These committees advise the District Inspector of Schools in the District Programme.

Administrative Aspects of NFE in POA.

The Programme of Action contains sufficient number of statements regarding administrative aspects of NFE, its planning at various levels, administration, monitoring, evaluation and management, etc. They have been identified and reproduced below:-

1. The education system will strive to have all children in whole time schools of good quality, and till that becomes possible they will be provided opportunities of part-time non-formal education. (P.11, 8C)
2. The process of planning will be decentralised and the teachers as well as the local community fully involved in this process. (P.11, 8g)
3. The local community will be involved in all aspects of NFE. For all practical purposes, the primary schools and NFE Centres will be accountable to it. Due care will be taken to ensure that women, youth and the section of society who have remained deprived of educational opportunities have an effective voice. (P.12(9.3)
4. It is important that all children regularly attend school or non-formal education Centres. In the event of a child not coming for 2-3 days at a stretch the teacher and/or members of VFC will approach the child and persuade them to make the child resume regular attendance. (P.13(13)
5. Each District Board of Education will have the power to determine the days of vacation and they would be asked to relate them to agricultural season. (P.14(14)
6. A comprehensive system of rewards and recognition will be created for individuals and institutions who contribute in a significant manner retention of children in primary schools/NFE. (P.15(15)
7. The essential characteristics of NFE are organisational flexibility relevance of curriculum and decentralisation of management. (P.17(2
- 26 -)

8. Efforts will be made to evolve different models of NFE and agencies implementing the program e will be encouraged to evolve and adopt the most suitable model depending on the requirements of target groups. (P-17(26))
9. Special features of NFE helping maintenance of quality of the programme are :-
 - a learner-centred approach
 - use of efficient techniques to ensure fast pace of learning,
 - organisation activities so as to enable learners to progress at their own pace,
 - following the academic norms as set in formal system,
 - creation of participatory learning environment,
 - insuring facilities and incentives to girls, children to ST/SC similar to formal system. (P-17(26))
10. The work of supervision may be entrusted to whole-time NFE supervisors with about 20-25 centres, preferable to trained local youth. (-17(30))
11. 100 LSI Centres will comprise a project in a compact and contiguous area coterminous with a C.D. Block. (-17(31))
12. The main function at project level would be to select the supervisors, to supervise the programme, to promote, to ensure provision of materials and supplies. (P-18(31))
13. Wherever possible the administrative and supervisory structure for NFE and adult education will be amalgamated. (P-19(31))
14. It is proposed to take positive measures to involve in NFE as many voluntary agencies and panchayati Raj institutions as possible. (P-19(32))
15. Arrangements will be made for testing of children in NFE Stream with reference to an equivalent stage in the formal stream. (P-19(13))

16. NTF Centres would insist on children completing education at least up to V class level. (P-19(33))
17. Arrangements of NTF upto class VIII would be provided wherever necessary. (P-19(33))
18. NTF Programmes would also be linked with the Schemes of Public Libraries, Jan Shikshan Nilayams etc. (P-20(33))
19. principal accountability of NTF is to the Local community. They will be mainly responsible for monitoring these programmes and for taking necessary corrective steps. (P-21(35))
20. The emphasis in monitoring system will shift from collection of information on enrolment to retention of children. (P-21(35D))
21. The evaluation would be built into the NTF programme as an integral part and the instructors and supervisors will undertake these exercises on a continuing basis. (P-21(35F))
22. District Boards of Education will be set up with the responsibility for implementation of all education programmes. The Boards will also be vested with the responsibility for planning which would include inter alia, area development, spatial planning, institutional planning, administrative and financial control and personnel management. (P-200(2k))
23. The District Boards would be required to formulate development strategies and plan education activities for the entire district. (P-201 (*28))
24. District Boards of Education are to be vested with appropriate statutory authority. (P-201(28))
25. ~~Some unearmarked funds~~ will also be placed at the disposal of the District Boards. (P-201(27))

26. There will be a Chief Education Officer for the District to look after all levels of education under him; there will be District Education Officer looking after establishment budgeting, planning and the education data base. (P-202(29))
27. Implementation of different educational programmes at the district level will be supervised and monitored by the District Boards of Education. (P-202(30))
28. Consideration will be given to appointment of District Inspector of Education to look after academic functions exclusively.
29. The District Institute of Education and Training (DIET) under the District Boards will be responsible for making substantive circular and pedagogic inputs into all programmes of education at the district level. (P-202(33))
30. The head of institution (Primary/Middle) will be accountable to the village Education Community. (P-202(35))
31. A village Education Committee comprising not more than 15 members will representatives from parents, panchayati, co-operatives, women, SC/ST etc., will be constituted to look into over all management of all educational programme at the village level, (P-203(36))
32. The School Complex will serve as the lowest viable unit of area planning and will form a cluster of 8-10 institutions in which different institutions can reinforce each other by exchanging resources, personnel, material, teaching aids etc, (P-203 (38))

Implication of various statements in POA
Regarding NFE

1. Emphasis will be on bringing all children of 6-14 age group to the fold of education either through full-time schools or through NFE Centres. This would mean - village surveys

- Door to door surveys by meeting the parents.
- Village level planning (Micro-planning).

2. Decentralised planning-

- Local Community to be involved actively.
- Teachers to be involved
- Village level planning to be related directly to district level planning by District Boards
- School complexes to be involved in planning.
- Village Education Committee to be responsible for village level planning.
- Establishing District Boards with full responsibility of district planning implementing and monitoring all educational programmes.
- Village Education Committee to be made more powerful Accountability of teachers to VEC.

3. Change in the pattern of NFE:-

- Project approach, having 100 centres in one project coterminous with CD Block
- Similar importance as to formal system given to NFE (Equal importance to the NFE Centres)

- Similar facilities and incentives to be provided to students coming to NFE Centres
- Whole time supervisors for NFE under one project officers
- Insistence on completion of education upto class V in NFE Centres
- Arrangements of continuing education through NFE upto class VIII
- Similar competencies are to be achieved in NFE as informal system.
- Area and need specific curriculum
- Decentralisation of management

4. Involvement of Voluntary Agencies ;

- V.A.'s are to be encouraged to have project of NFE
- VAA.'s are to be encouraged to devise new models and strategies for NFE

5. Quality improvement - DIET to be responsible for pedagogical inputs at district level.

- In built evaluation in NFE through instructors and supervisors.
- Learner centres approach and fast learning techniques to be devised.
- Training and orientation programme of instruction by DIET.
- Separate District Inspectors to look to academic guidance.
- Monitoring & Supervision may be included
- (Physical facilities)

6. Strong and effective district level set up-

- Establishment of District Board

- More administrative , financial

- powers to be given to District Boards through statutory provision
- Full responsibility of education planning, monitoring and implementation to be given to District Boards.
- helping in selection of instructors
- Ensuring regularity of NFE Centres
- Maintaining close rapport with the instructors and the village community
- Instructor will be responsible to VEC for his work. Payment of honoraria is to be made after the verifications of VEC.

2. PROJECT APPROACH FOR NFE

Project approach has been recommended for NFE so that the management becomes more effective and the desired outcomes are achieved. This would need:

- Appointment of Project officer at block level.
- Establishment of a project office at block level with adequate clerical staff.
- Assigning powers (administrative and financial) to P.O.
- This relationship with B.D.O. be defined. It could be - subordinate to B.D.O. or he may co-exist as independent worker at block-level. In that case his hierarchy has to be established
- The staff for running the NFE project needs special selection rules which means POs and supervisors will be selected under special services selection rules. They would be on deputation from Education and Development Departments but will be specially selected irrespective of seniority in the cadre for these tenure posts.

- Opening continuing education centres on a cluster of 10 NFE Centres.
- Issuing administrative orders to enable transfer of students from NFE to formal Education and also making it smooth.
- Functions-

(a) Project Officer

- To run the project of 100 centres in the block efficiently.
- To assist the VECOS in planning the programme for various villages and thus finalising the list of centres through VMOs
- Selection of supervisors through a committee set up by the Government for this purpose.
- Training of supervisors
- General supervision of the programme
- Inter agency (developmental agencies working at block level) co-ordination
- Monitoring the work of supervisors,
- Collection of data through supervisors and its analysis and submission to District level officer.
- Monthly reviewing of the progress
- Financial arrangements
 - Payment to supervisors
 - payment to Instructors
 - Other activities
- Regular procurement and supply of teaching learning material to the centres
- Arranging evaluation of the students at regular intervals
- Arranging the transfers of students from NFE to formal and vice-versa according to the need.
- If need be community co-operation may be increased.
- To work as a liaison between District & village

(b) Supervisors

- Establishing close linkages with VMOs.

- Assisting VECs in selection of instructors
- Supervising each centre at least once a month.
- Arranging training of instructors
- Holding monthly meetings of the instructors and reviewing the papers.
- Feed back of the progress of NFE Centres to P.O. at regular intervals
- Collection and submission of data to P.O.
- Establishing linkages with local primary/middle schools
- Supplying timely the teaching learning material to the centres.
- Providing academic guidance to the centre teachers/ instructors.
- Promoting school complex facilities for NFE Students.
- Involvement of Vol. agencies :
 - Inviting V.A. to participate in the programme
 - Discussing their role in planning and implementation of the programme and their co-ordination with the Govt.
 - Selection of VAs and assigning them the projects
 - Financial arrangements
 - Special cell to be created at district/range level to monitor the academic progress, to remove financial bottlenecks and to co-ordinate with other agencies.
 - Encouraging V.A.s to adopt innovative practices, models curriculum etc.
 - Giving the recognition to VAs and treating them at par with other governmental agencies in rural areas
(Equal partnership)

(4) Quality improvement :

- Creation of DLETs and assigning them the responsibilities regarding training of the workers at district level.
- Organising students achievement evaluation at district

level by DEOs.

- Selection of persons for DIET under special selection rules.
- Appointment of academic instructors at district level for NFE and formal education for providing academic guidance
- Establishing a research cell at DIET level to take up functional researches and utilise the experiences gained thereby.

Function of DIET

- to provide pedagogical inputs
- to arrange for training and orientation
- to devise ways to enable concurrent evaluation
- to encourage innovative practices
- to advise required change in syllabus according to the need of the field
- to have close liaison with DEO to integrate academic and administrative issues
- to revise the training curriculum according to the requirement and imparting it through modern techniques.
- to take up functional researches and utilize the experiences gained thereby.

(5) Strong and effective district level set up;

- Establishment of District Boards.
- Provision of statutory powers to the District Boards.
- Appointment of Chief Education Officer.
- Appointment of D.E.O.
- Provision of budget
- the composition of District Boards would be in consonance with existing management structure of Panchayat raj bodies.

- Clearly spelling out relationship of District Boards with state Government.

Function (related to NFE)

(a) District boards :-

- To regulate and control non-formal education at district level
- To develop grass root planning with the help of VECs.
- Monitoring and evaluating the programme
- To formulate development strategies and plan educational activities
- Overall review of the programme
- raising resources for the programme through community involvement

(b) Chief Education Officer:-

- Incharge of all educational programmes at district level.
- Executing the policies and decisions laid down by the District Boards
- Co-ordination with other district level agencies working for rural development
- Issuing timely financial Sanctions
- Co-ordination of work assigned to different officers for educational development.

(c) District Education Officer

- to assist in planning the programme within the district and correcting imbalances.
- Supervision and control of POs
- Close co-ordination with DINE
- Co-ordination with voluntary agencies
- Data analysis and monitoring the programme through it
- financial and administrative arrangements
- Purchase and distribution of equipment
- disciplinary authority for POs and Supervisors.

Administrative Problems:-

1. - Pre-cautions in selecting right type of /Selection of Instructor
instructors not taken
 - Unnecessary interference of local leaders in selection of instructors
 - Village committees meant for monitoring the progress of centres are simply puppets and have no involvement
 - Irregularities in running the centres
 - Lack of persuasion of parents to send children to Centres by the instructors
2. - Inadequate Training of instructors (hardly 4-5 days training is given)
3. - Orientation and refresher training is given to instructors and supervisors
 - Inadequate supervision by the Supervisors
 - One supervisor is expected to supervise 40 to 50 centres
 - Lack of planning regarding opening of centres involvement of local people, location of centres etc.
 - Proper atmosphere for NFE has not been created in village. Some kind of stigma is attached to NFE
 - arrangement for transferring students from NFE to formal at equal stage not made
 - No proper evaluation either at supervisors' level(for students) (for instructors) or at instructors' level(for students)
4. - Inadequate honorarium given to instructors for working for 2-3 hours per day
5. - Delayed and untimely payment of honorarium to instructors.
6. - Timely release of funds not made upto the project level
 - Inadequate monetary provision for contingencies for contingencies for running the centres.

- No effective monitoring at district/regional/state level
- Intensive approach in opening and continuing the centres has not been adopted
- The concept that in NFE, competencies upto class I and to be achieved by a students within 2 years needs rethinking
- dual administration of pachayat as well as Education Education Department creates difficulties.
- Co-ordination.

Introduction of accountability in administration

"Certain norms of performance, the Programme of Action (POA) States, must be laid down for observance by the administration (Government as well as Management of Educational Institutions), teacher students and educational institutions." It further makes clear "that these norms are non-negotiable not conditional on fulfilment by any other category of organisation or individual of their obligation. Non-observance of performance leads us to accountability.

The Programme of Action (POA) further clarifies that 'non-observance of these norms should inevitability lead to certain consequences and neither fear nor favour should effect it. Thus a different administrative set up different from the classical one is bound to emerge. In education, discussion on dichotomy between process accountability and product accountability is going on. The literature reveals not only these two types of accountability but there are other types such as performance accountability, professional accountability, system accountability and this list can be increased. The emerging administrative set up has to envisage all these. If one accepts this then the administrative will be on the pattern of MBC/R (model Management by Objectives Results) model. The different components of

this model are

All our educational activities are generally group activities performed in an organisations, which is something more than the sum of its parts - all units fitting into one system mentally agreed upon goals.

To achieve the set goals there are systematic steps which would include definition of objectives, creation of an accountability team, development of accountability chart, searching for alternatives, implementation of cut-out, oriented management system, utilisation of data based information system, creation of educational auditing approaching, design of staff appraised system, allocating resources for accountability and viewing accountability as a frame of mind as well as a set of techniques. The emerging administrative set up will include all these in individual case as well as in groups too.

Study of District Institute of Education

To reflect upto the working plan of DIETs, District Institutes of Education in Jammu and Kashmir were studied.

Tools to study the duties, responsibilities and functions of DIET were prepared. These tools were tried there and an indepth study of District Institute of Education Jammu was made with a view to use these tried tools to collect data from DIET in other states during the second phase of the study.

For the second phase of the study the following tasks were thought of:

- Identification of Implications of the Statements
- Working out administrative requirement for them For, size, Character, Functions, Structure.

- Form, size, Characteristic + behaviours of each structures, = sub-structures.
- Decentralisation of powers including financial sanctions.
- Administrative Problems.
- Voluntary agencies + their relationship.
- Forming models + structure and finding out possible structures.
- Development of tools + techniques for various functioning, planning, implementation, strategy, improvements.
- Development of implementation strategies.